

Message Text

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C O N F I D E N T I A L STATE 023515

FOLLOWING REPEAT SECSTATE 23515 ACTION ABU DHABI ALGIERS
AMMAN BEIRUT CAIRO DAMASCUS JIDDA KUWAIT RABAT TEHRAN
TRIPOLI DOHA MANAMA INFO GENEVA 01 FEB 75

QUOTE C O N F I D E N T I A L STATE 023515

E.O. 11652: GDS

TAGS: SNAR, UN, IR, SA, JU, AG, LY, QA, UAE

SUBJECT: NEED FOR INCREASED CONTRIBUTIONS TO ASSURE
IMPLEMENTATION OF UNITED NATIONS FUND FOR DRUG ABUSE
CONTROL (UNFDAC) PROGRAMS

REF: A) STATE 233134; B) STATE 241812; C) STATE A-8852:
D) TEHRAN 10278 (NOTAL)

FOR THE CHIEF OF MISSION

1. SUMMARY: THIS MESSAGE DESCRIBES THE IMPORTANCE ATTACHED
TO THE UNFDAC AS PART OF THE USG'S DRUG CONTROL STRATEGY,
PROVIDES INFORMATION TO ASSIST IN DEVELOPING TALKING
POINTS, AND, UNLESS YOU DEEM IT FRUITLESS OR COUNTER-
PRODUCTIVE, SUGGESTS YOU MAKE A DEMARCHE AT THE HIGHEST
APPROPRIATE LEVEL TO SOLICIT ;OST COUNTRY CONTRIBUTIONS
TO UNFDAC. END SUMMARY.
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2. AS YOU ARE AWARE FROM THE SECRETARY'S MESSAGE IN
OCTOBER (REF A), THE PRESIDENT REGARDS THE CABINET
COMMITTEE PROGRAM TO STEM THE FLOW OF ILLICIT NARCOTICS
INTO THE UNITED STATES AS A MATTER OF PRIME IMPORTANCE.

RESPONSES BY CHIEFS OF MISSION TO THE PRESIDENT'S
DIRECTIVE IN THAT MESSAGE INDICATE IMPROVED COOPERATIVE

ARRANGEMENTS ARE BEING DEVELOPED WITH HOST COUNTRIES WITH
INCREASING PRESSURE APPLIED AGAINST MOUNTING ILLICIT
TRAFFIC.

3. IN ADDITION TO SUBSTANTIAL ACTIVITY ON A BILATERAL
BASIS, THE STRATEGY OF THE CABINET COMMITTEE ON INTER-
NATIONAL NARCOTICS CONTROL HAS INCLUDED THE INITIATIVE
TO CREATE AN INTERNATIONAL ORGANIZATION IN THE UNITED
NATIONS FRAMEWORK. THIS AGENCY, IT WAS ENVISAGED, WOULD
PLAY THE LEADING ROLE IN STIMULATING WORLD RECOGNITION
OF THE INTERNATIONAL NATURE OF THE DRUG ABUSE PROBLEM
AND MOTIVATING COUNTRIES TO ENTER INTO A COOPERATIVE
EFFORT TO COMBAT IT. ALSO IT WAS RECOGNIZED THAT SOME
COUNTRIES, FOR POLITICAL OR OTHER REASONS, WERE MORE
PREPARED TO COOPERATE MEANINGFULLY WITH A UN AGENCY THAN
BILATERALLY WITH THE UNITED STATES. IN FACT, A SIGNIFI-
CANT NUMBER OF THE KEY COUNTRIES IN WHICH OPIUM, COCA, AND
HASHISH ARE PRODUCED EITHER ILLICITLY OR UNDER INADEQUATE
CONTROL PREFER OUTSIDE ASSISTANCE BE UNDER UN AEGIS.

4. RECEIVING REQUISITE INTERNATIONAL SUPPORT, OUR
INITIATIVE BROUGHT ESTABLISHMENT IN 1971 OF THE UNITED
NATIONS FUND FOR DRUG ABUSE CONTROL (UNFDAC) TO PLAN
AND FINANCE A CONCERTED ACTION PLAN AGAINST THE SUPPLY,
TRAFFICKING AND CONSUMPTION OF ILLICIT DRUGS. WHEN
UNFDAC WAS ESTABLISHED IT WAS GENERALLY RECOGNIZED THAT
FINANCIAL RESOURCES FAR IN EXCESS OF THOSE AVAILABLE IN
THE REGULAR BUDGET OF THE UN AND ITS SPECIALIZED AGENCIES
WOULD BE REQUIRED TO CARRY OUT A WORLDWIDE PROGRAM.
SINCE (A) THE US TOOK LEADERSHIP IN ITS ESTABLISHMENT
AND (B) THE US WAS, AT THAT TIME, CONSIDERED THE MOST
CONCERNED, AND HEAVILY IMPACTED VICTIM COUNTRY, IT CAN BE
UNDERSTOOD THAT MOST OTHER UN MEMBERS HAVE LEFT IT
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PRINCIPALLY TO THE UNITED STATES TO FINANCE UNFDAC. THUS,
OF \$13,619,628 IN CONTRIBUTIONS, THE UNITED STATES HAS
CONTRIBUTED \$10 MILLION. (CANADA \$1,003,946; THE
FEDERAL REPUBLIC OF GERMANY \$499,256; THE UNITED KINGDOM
\$355,454; AND JAPAN \$503,200.) THIRTY-FIVE OTHER UN
MEMBERS HAVE TOGETHER CONTRIBUTED \$1,247,772 AND 98 UN
MEMBERS HAVE CONTRIBUTED NOTHING.

5. SINCE 1971 THERE HAVE BEEN SEVERAL IMPORTANT DEVELOP-
MENTS WITH REGARD TO THE DRUG ABUSE PROBLEM AND THE
UNFDAC WHICH CONSTITUTE A BASIS WARRANTING BOTH SUBSTAN-
TIALY INCREASED CONTRIBUTIONS AND BROADER BASED FINAN-
CIAL SUPPORT. THESE ARE:

(A) DRUG ABUSE SPREADING GLOBALLY. THE US CERTAINLY

REMAINS A LEADING VICTIM COUNTRY. HOWEVER, REPORTS SHOW DRUG ABUSE ON THE RISE ALMOST EVERYWHERE WITH YOUTH IN THE RELATIVELY AFFLUENT COUNTRIES (E.G., WESTERN EUROPE, AUSTRALIA, JAPAN) AND THE LEADERSHIP SECTORS OF DEVELOPING COUNTRIES (LATIN AMERICA, MIDDLE AND FAR EAST) INCREASINGLY BECOMING SUCCESSFUL TARGETS OF THE TRAFFICKERS. UNFORTUNATELY, IN NONE IS DRUG TRAFFICKING AND ABUSE ABATING.

(B) THERE IS GROWING RECOGNITION IN POLITICAL AND HIGH ADMINISTRATIVE LEVELS IN OTHER COUNTRIES THAT DRUG ABUSE IS INCREASING AND SPREADING. (MANIFESTLY THIS IS LESS TRUE AMONG FONOFF OFFICIALS THAN AMONG EDUCATION, HEALTH, WELFARE AND POLICE OFFICIALS.)

(C) UNFDAC, NOW FOUR YEARS OLD, HAS PROGRESSIVELY MOVED FROM THE BASIC RESEARCH, PROBLEM ANALYSIS AND INITIAL PROGRAM DEVELOPMENT PHASE TO ONE IN WHICH IT IS IMPLEMENTING OR IS READY TO IMPLEMENT A SIGNIFICANT NUMBER OF MEANINGFULL PROGRAMS IN THE HIGHEST PRIORITY AREAS. THE NUMBER OF UNFDAC'S ON-GOING PROJECTS INCREASED FROM 33 IN 1973 TO 81 IN 1974. EXCEPTING MEXICO, WHICH HAS ITS OWN LONG ESTABLISHED, COMPREHENSIVE PROGRAM, THE FUND IS ACTIVE IN ALL COUNTRIES WHICH HAVE BEEN A SOURCE OF OPIUM MOVING IN ILLICIT CHANNELS -- THAILAND, BURMA, CONFIDENTIAL

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LAOS, AFGHANISTAN, PAKISTAN, AND TURKEY.

(D) LIKEWISE, THE FUND'S OWN ORGANIZATION HAS BEEN DEVELOPED IN KEEPING WITH GUIDELINES OF THE UNITED NATIONS COMMISSION ON NARCOTIC DRUGS. IT HAS RECENTLY BEEN STRENGTHENED BY THE APPOINTMENT OF A NEW DEPUTY EXECUTIVE DIRECTOR EXPERIENCED IN MANAGEMENT AND FAMILIAR WITH ALL FACETS OF THE INTERNATIONAL DRUG CONTROL PROBLEM. (FYI: THIS IS AN AMERICAN, RETIRED FSO HARVEY WELLMAN, WHO SERVED DURING HIS LAST SEVERAL YEARS BEFORE RETIREMENT AS SPECIAL ASSISTANT TO THE SECRETARY OF STATE FOR NARCOTICS MATTERS. END FYI.)

(E) THE IMMEDIATELY PRESSING POINT IS THAT UNFDAC PROGRAMS NOW BEING DEVELOPED IN COOPERATION WITH PRODUCING, TRANSIT AND VICTIM COUNTRIES ENVISAGE EXPENDITURES IN PRIORITY AREAS WHICH WILL GREATLY EXCEED AVAILABLE FUNDING. CONSEQUENTLY, PROGRAMS OF INTEREST TO MANY NATIONS EXPERIENCING DRUG ABUSE DEPEND ON INCREASED CONTRIBUTIONS BEING MADE AT THIS TIME. SPECIFICALLY, A SPECIAL UN MISSION IS ADVISING ON THE ESTABLISHMENT OF EFFECTIVE CONTROLS IN CONNECTION WITH THE TURKISH RESUMPTION OF POPPY CULTIVATION. TURKISH OPIUM, HAVING HIGH MORPHINE

CONTENT, IS ESPECIALLY COVETED BY TRAFFICKERS. THE MISSION'S EFFORTS, IN COOPERATION WITH THE GOT, WILL INVOLVE A FINANCIAL ROLE FOR WHICH UNFDAC'S FUNDS ARE THE APPROPRIATE SOURCE. SHOULD TURKISH CONTROL PROGRAM NOT SUCCEED, NEIGHBORING COUNTRIES ARE LIKELY TO SHARE THE INTERNATIONAL BURDEN OF THE CONSEQUENT UPSURGE IN ILLICIT OPIUM TRAFFIC AND CONSUMPTION. OTHER SUBSTANTIAL PROJECTS ARE IN THE "GOLDEN TRIANGLE" AREA (BURMA, THAILAND, AND LAOS) THE CURRENT MAIN SOURCE OF ILLICIT OPIUM PRODUCTION. PROJECTS IN THE MIDDLE EAST (LEBANON AND PROSPECTIVELY MOROCCO) ARE AIMED AT HASHISH AND THOSE ENVISAGED IN LATIN AMERICA AT COCAINE.

(F) TRAFFICKING PATTERNS SINCE 1971 HAVE BECOME MORE DIFFUSE WITH A VARIETY OF "CONNECTIONS" INVOLVING MANY AIR, SEA AND OVERLAND ROUTES BEING DEVELOPED AS ENFORCEMENT EFFORTS IMPEDED DRUG TRAFFIC THROUGH THE OLDER CONFIDENTIAL

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CONNECTIONS. THIS DIFFUSION HAS MEANT THAT MORE COUNTRIES HAVE BECOME TRANSIT AND VICTIM COUNTRIES. RECOGNITION OF THIS IS SHOWN BY THE WILLINGNESS OF AN INCREASING NUMBER OF COUNTRIES TO PARTICIPATE IN VARIOUS DRUG CONTROL ACTIVITIES SPONSORED BY THE UNFDAC, THE COLOMBO PLAN, OR BY OTHER COUNTRIES, IMPORTANTLY INCLUDING THE US. WE WOULD HOPE AND EXPECT THIS RECOGNITION TO BE ACCOMPANIED BY A WILLINGNESS TO GIVE GREATER SUPPORT TO THE UNFDAC.

(G) THE US WILL CONTINUE TO SUPPORT THE FUND IN AN IMPORTANT WAY. HOWEVER, THE ABILITY OF THE FUND TO CARRY OUT ITS PROJECTS WILL DEPEND ON INCREASED OVERALL SUPPORT COMING FROM OTHER SOURCES. (FYI: THE DISPROPORTIONATE US CONTRIBUTION UP TO THIS TIME HAS GENERATED ADVERSE COMMENT DOMESTICALLY, NOTABLY IN THE CONGRESS. END FYI.) FURTHERMORE, IT IS ONLY FITTING THAT A UN FUND BE WIDELY SUPPORTED BY THE UN MEMBERSHIP RATHER THAN BY A SMALL MINORITY.

(H) SOME HOST COUNTRIES OF ADDRESSEE POSTS INCLUDE RECIPIENTS OF UNDP ASSISTANCE WHILE BEING, AT THE SAME TIME, IN A FAVORABLE FOREIGN EXCHANGE RESERVES POSITION AND THUS WELL SITUATED TO CONTRIBUTE.

(I) CONTRIBUTIONS FROM HOST GOVERNMENTS COULD BE EXPECTED TO GENERATE INTERNATIONAL GOODWILL, INSOFAR AS THE COMMISSION ON NARCOTIC DRUGS, ECOSOC AND UN GENERAL ASSEMBLY HAVE ALL IDENTIFIED DRUG ABUSE AS WORLD PROBLEM REQUIRING INTERNATIONAL COOPERATION TO COMBAT EFFECTIVELY.

THESE BODIES HAVE ALSO REPEATEDLY URGED GENEROUS AND SUS-

TAINED CONTRIBUTIONS TO UNFDAC.

6. DESPITE DEPARTMENT'S PERIODIC EFFORTS AND CIRCULAR INSTRUCTIONS TO EMBASSIES TO APPROACH OTHER GOVERNMENTS URGING INCREASED CONTRIBUTIONS TO UNFDAC (MOST RECENT INCLUDED REF C), THERE HAS BEEN A DISAPPOINTING LACK OF RESPONSE, PARTICULARLY FROM NORTH AFRICAN AND MIDDLE EAST COUNTRIES SEVERAL OF WHICH ARE NOTABLE OIL PRODUCERS. UNFDAC HAS ALREADY RECEIVED TOKEN CONTRIBUTIONS FROM
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MOST OF THEM (SAUDI ARABIA \$7,000; QATAR \$2,000; ALGERIA \$2,000; IRAN \$15,000; KUWAIT \$2,000; LIBYA \$6,460, MOROCCO \$4,275. EGYPT, LEBANON, JORDAN, SYRIA, AND BAHRAIN HAVE MADE NO CONTRIBUTION.) THOSE WHICH HAVE CONTRIBUTED HAVE THUS INDICATED THEIR RECOGNITION OF THE WORTH OF UNFDAC OBJECTIVES, YET THE AMOUNTS ARE VASTLY LESS THAN WHAT THESE COUNTRIES CAN EASILY AFFORD. WE BELIEVE" TIME MAY BE RIPE TO ENCOURAGE AT LEAST SEVERAL OF THEM TO SHARE INCREASED PERCENTAGE OF UNFDAC'S FINANCIAL SPONSORSHIP.

7. UNFDAC HAS INCLUDED SEVERAL PROGRAMS OF DIRECT BENEFIT TO HOST GOVERNMENTS, SEVERAL OF WHOM ARE SIGNIFICANT VICTIM OR TRANSIT COUNTRIES. FOR EXAMPLE, IT FINANCED ACTIVITIES OF AD HOC COMMITTEE ON ILLICIT TRAFFIC IN NEAR AND MIDDLE EAST, IT APPOINTED AND IS FINANCING UN REGIONAL DRUG CONTROL ADVISER (MIDDLE EAST) AND IT IS FINANCING RESEARCH ON CHEMISTRY OF Khat. IT SENT MOBILE LAW ENFORCEMENT TRAINING TEAM TO IRAN IN 1972 AND IS CONDUCTING RESEARCH ON MAINTENANCE OF DRUG DEPENDENT PERSONS IN TEHRAN. FINALLY, AT THE REQUEST OF THE GOVERNMENT OF LEBANON SUPPORTED BY THE LEAGUE OF ARAB STATES, IT LAUNCHED JANUARY 1974 AN \$800,000 PROGRAM TO ELIMINATE ILLICIT MARIHUANA PRODUCTION IN LEBANON BY ASSISTING FARMERS TO SUBSTITUTE OTHER CROPS. (TOTAL ARAB LEAGUE MEMBER CONTRIBUTIONS TO UNFDAC HAVE BEEN \$23,735.) THESE COUNTRIES ALSO BENEFIT FROM UNFDAC PROGRAMS OF RESEARCH, TRAINING, FELLOWSHIPS, PUBLICATIONS, ETC. OFFERED ON GLOBAL SCALE. UNFDAC WILL NOT BE ABLE CONTINUE SUCH PROGRAMS UNLESS NEW SOURCES OF CONTRIBUTIONS ARE TAPPED.

8. DR. STEN MARTENS, ACTING EXECUTIVE DIRECTOR OF UNFDAC, TRAVELED IN 1974 TO SEVERAL MIDDLE EASTERN COUNTRIES SEEKING CONTRIBUTIONS TO FUND. HE VISITED IRAN IN MARCH 1974 AND KUWAIT, SAUDI ARABIA AND BAHRAIN IN MAY 1974. HE ALSO REQUESTED CONTRIBUTIONS AT MEETING OF LEAGUE OF ARAB STATES AT RIYADH IN NOVEMBER. RESPONSE

TO THESE EFFORTS HAS BEEN MARGINAL.

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9. UNLESS YOU BELIEVE IT WOULD BE FRUITLESS OR COUNTER-PRODUCTIVE, IT WOULD BE APPRECIATED IF YOU APPROACH HOST GOVERNMENT AT THE HIGHEST APPROPRIATE LEVEL IN ATTEMPT TO CONVINCE IT TO MAKE A GENEROUS AND SUSTAINED CONTRIBUTION TO UNFDAC. IT IS HOPED THAT THE MATERIAL ABOVE WILL ASSIST YOU IN PREPARING THE "TALKING POINTS" YOU WILL USE IN THIS DEMARCHE. IT IS LEFT TO YOUR JUDGMENT AS TO WHICH OF THESE YOU USE IN CONJUNCTION WITH OTHER POINTS YOU BELIEVE WOULD BE SUITABLE AND CONVINCING. OUR OBSERVATION IS THAT FOREIGN AND FINANCE MINISTRIES ARE GENERALLY NOT AS SENSITIVE TO THE WORLD DRUG ABUSE PROBLEM AS HEALTH, EDUCATION AND LAW ENFORCEMENT AGENCIES. IN SUCH CASES, CHIEF OF MISSION MAY WISH TO CONSIDER MULTIPLE REPRESENTATIONS.

10. FOR TEHRAN: UNLESS GOI RECONSIDERS DECISION NOT TO INCREASE ITS CONTRIBUTION TO UNFDAC (REF D), IT CAN BE EXPECTED THAT FEBRUARY CND MEETING WILL REMIND GOI OF STATEMENT TO UN GENERAL ASSEMBLY THAT GOI WOULD INCREASE ITS REGULAR CONTRIBUTION TO FUND AND MAKE A SPECIAL CONTRIBUTION "WHICH WOULD BE SUBSTANTIAL". WE HAVE REPEATEDLY STRESSED (MOST RECENTLY DURING AMBASSADOR VANCE'S VISIT) THAT IT IN IRAN'S SELF INTEREST TO SUPPORT UNFDAC, NOT ONLY BECAUSE OF UNFDAC PROGRAMS INVOLVING IRAN LISTED ABOVE, BUT ALSO BECAUSE IRAN IS PRIMARY VICTIM COUNTRY OF ILLICIT OPIUM PRODUCTION FROM AFGHANISTAN AND PAKISTAN, WHERE UNFDAC PROGRAMS TO COMBAT ILLICIT DRUGS ARE NOW IN PREPARATION. THEIR SUCCESS MAY WELL DEPEND ON AVAILABILITY RESOURCES TO UNFDAC FOR CARRYING THROUGH ITS PROGRAM PREPARATIONS.

11. WE WILL BE MAKING OUR PLEDGE AT THE MEETING OF THE COMMISSION ON NARCOTIC DRUGS IN GENEVA STARTING IN MID-FEBRUARY AND HOPE THAT OTHER GOVERNMENTS, EVEN THOUGH THEY MAY NOT BE MEMBERS OF THE CND, WILL WISH TO MAKE THEIR PLEDGE KNOWN AT OR BEFORE THAT TIME. KISSINGER UNQUOTE KISSINGER

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